



COUNTY  
OF  
SAN DIEGO

EAST  
OTAY MESA  
BUSINESS PARK  
SPECIFIC PLAN

SUBAREA 2

As Amended by  
GPA06-013 & SPA06-003  
August 1, 2007 (1)

## *Plan Amendment History*

- On August 1, 2007 (1) the San Diego County Board of Supervisors adopted an amendment to the East Otay Mesa Specific Plan (SPA 06-003) and an amendment to the General Plan Circulation Element (GPA 06-013).

The amendments updated the circulation plan to accommodate Caltrans' realignment of State Routes (SR-) 125, SR-905 and SR-11. Other minor amendments include changes to sidewalk design standards, fencing requirements, a transit stop, revisions to the noise standards in Subarea 2 to conform to the standards in Subarea 1, and the elimination of the discretionary permit requirement for development/improvement of new/existing County parks.

- On June 12, 2002 the San Diego County Board of Supervisors adopted the East Otay Mesa Specific Plan Amendment (SPA 00-005) and General Plan Amendment (GPA 02-CE1).

The Specific Plan Amendment divided the Plan into two subareas. Property located in Subarea 2 remains governed by the East Otay Mesa Specific Plan and Site Planning and Design Guidelines approved in July 1994. The Specific Plan Amendment governs property located within Subarea 1. The subareas are shown on Figure A, Land Use Plan Subarea 2.

## ***SPA 06-003 Plan Amendments***

The following section was amended with the adoption of SPA 06-003:

### **Section 2.3.6 Alternative Modes of Transportation**

***Policy C-12: Promote pedestrian circulation in East Otay Mesa.***

***Implementation:*** Require all road rights-of-way in East Otay Mesa to include a sidewalk in accordance with County standards. Sidewalks are allowed to meander around existing utility poles (69kv or greater) that will not be placed underground if the applicant can demonstrate that no loss of pedestrian movement or connectivity would result, to the satisfaction of the Director of Public Works. As part of the discretionary permit review process, the County will encourage pedestrian connections between transit station sites, industrial and commercial uses. In this regard reciprocal access between appropriate properties will be encouraged.

The following section was added with the adoption of SPA 06-003:

### **Section 3.1.2 Development Regulations**

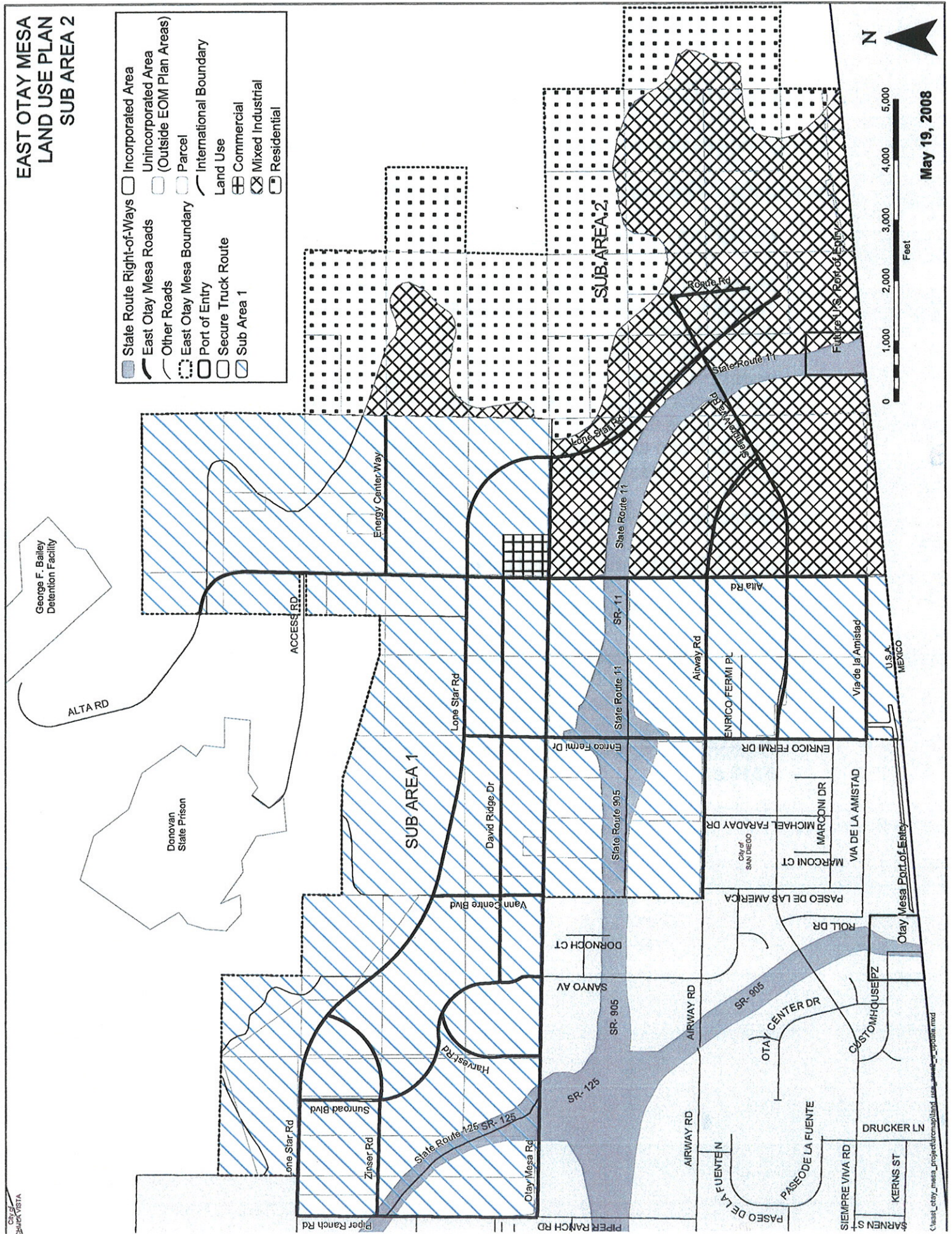
#### **Performance Standards**

All uses shall comply with applicable portions of Section 6300 et seq. of the County Zoning Ordinance. Regarding noise measurements, Residential uses shall comply with Section 6310.a; Commercial uses shall comply with Section 6310.b; Light Industrial uses shall comply with Section 6310.d; and Heavy Industrial uses shall comply with Section 6310.e.



# EAST OTAY MESA LAND USE PLAN SUB AREA 2

- |                           |                          |
|---------------------------|--------------------------|
| State Route Right-of-Ways | Incorporated Area        |
| East Otay Mesa Roads      | Unincorporated Area      |
| Other Roads               | (Outside EOM Plan Areas) |
| East Otay Mesa Boundary   | Parcel                   |
| Port of Entry             | International Boundary   |
| Secure Truck Route        | Land Use                 |
| Sub Area 1                | Commercial               |
|                           | Mixed Industrial         |
|                           | Residential              |



May 19, 2008

Feet

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# *East Otay Mesa Specific Plan*

*County of San Diego  
July 1994*

## *Board of Supervisors*

**Pam Slater, Chairwoman**  
Third District

**Dianne Jacob, Vice Chairwoman**  
Second District

**Brian P. Bilbray**  
First District

**Leon L. Williams**  
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## *Department of Planning and Land Use*

The East Otay Mesa Specific Plan  
was prepared under the direction of the  
Department of Planning and Land Use.  
Reviewed by the Planning Commission  
On April 15, 1994  
Approved by the Board of Supervisors  
On July 27, 1994

**CERTIFICATE OF ADOPTION**

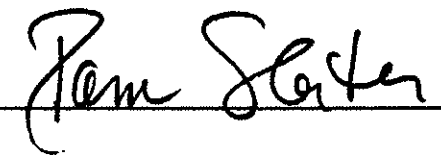
I hereby certify that this plan consisting of this text, exhibits, and appendices is Specific Plan SP 93-004 and that it was approved by the San Diego County Planning Commission.

Date: August 2, 1996 Bryan Woods  
Bryan Woods, Chairman

Attest:   
Gary L. Pryor, Secretary

**CERTIFICATE OF ADOPTION**

I hereby certify that this plan consisting of this text, exhibits, and appendices, is Specific Plan SP 93-004 and that it was approved by the San Diego County Board of Supervisors on the 27<sup>th</sup> day of July, 1994.

  
Pam Slater, Chairwoman

Attest: Thomas J. Pastuszka  
Thomas J. Pastuszka, Clerk of the Board

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# *Executive Summary*

## **0.1     *Introduction***

The East Otay Mesa Specific Plan sets forth a comprehensive and far-sighted vision for the development of approximately 3,300 acres within the East Otay Mesa Specific Plan Area as a modern industrial and business center. Within the next 20 years, the combined City and County Otay Mesa area is anticipated to become an international industrial and business district, with over 6,700 acres of industrial and commercial planned land use. The Specific Plan Area will be served by freeway State Route (SR)-905 and tollway SR-125 in addition to an on-site network of arterials and local roads. This area has the added benefit of being bound by two natural land forms, the San Ysidro Mountains and Otay River Valley, which, through the Plan's conservation policies, will continue to add a special visual and environmental amenity to the area.

The Specific Plan sets the framework for future development, including policies, standards and guidelines that guide and facilitate private development over time. The Specific Plan further establishes an implementation program, including infrastructure and public facility plans, and a phasing and financing strategy.

Figure 0-1, Specific Plan Overview, provides an overview of the site context, and indicates the major Specific Plan proposals for land use and circulation in this area. A complete map of the Specific Plan is presented in Figure 0-2, East Otay Mesa Specific Plan.

## **0.2     *Background, General Plan Relationship, and Process***

### **Background**

The East Otay Mesa Specific Plan Area is located in the southwestern portion of San Diego County immediately adjacent to the U.S./Mexican border. The Study Area, which is comprised of the Specific Plan Area within a larger County Service Area (CSA) 122, consists of a relatively flat mesa with a steep mountainous area on the eastern edge and a major river valley and tributary canyon to the north. Historically, the flatter portions of the Study Area have been used for agriculture. The steeper areas have never been developed.

The Specific Plan Area is at the southern edge of development in San Diego County. To the west is the 12,505 acre City of San Diego's Otay Mesa Community Plan Area, referred to herein as the West Otay Mesa Area, which includes 4,337 acres of planned industrial and commercial uses and 2,100 acres of planned residential uses. To the north are the Donovan State Correctional Facility and the George F. Bailey County Detention Facility. They border the Otay River Valley, which is being planned as a future regional park. Further north is a large undeveloped area, which was jointly planned by the City of Chula Vista and County of San Diego for a 23,299 acre "new town" known as Otay Ranch. Across the international border to the south are existing as well as planned industrial and residential uses in the City of Tijuana.

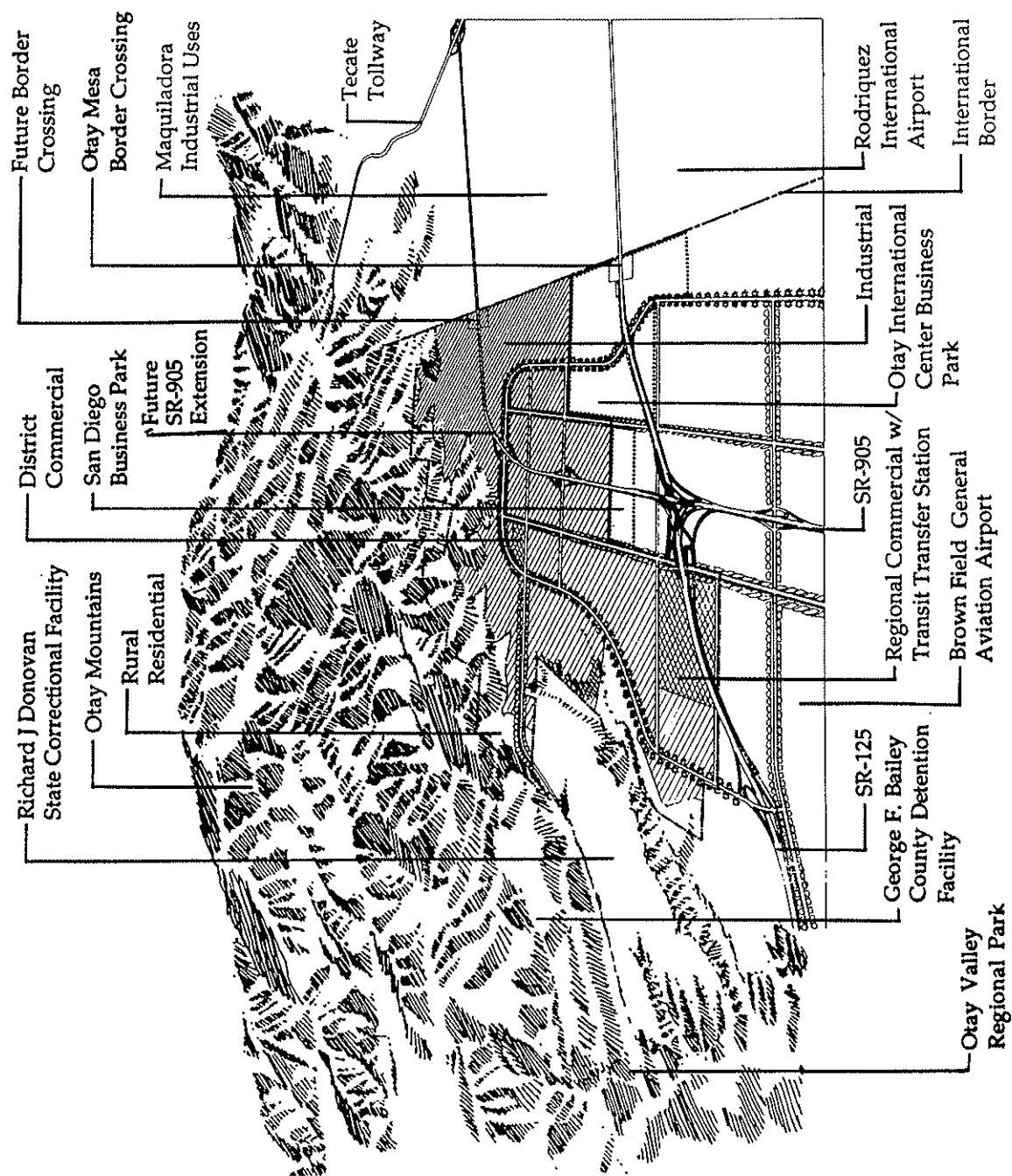


Figure 0-1, Specific Plan Overview



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With the growth of the Mexican government's Maquiladora or Twin Plant Program in the early 1980's, there began to be a demand for industrial land in the United States near the border to accommodate distribution and warehousing of products manufactured in Mexico. (See glossary for description of the Maquiladora or Twin Plant Program). The opening of the Otay Mesa commercial border crossing or port of entry in the mid-1980's, along with improvements to Otay Mesa Road and interim SR-905 Freeway, enhanced the potential for distribution and warehouse industrial development opportunities. Since the mid-1980's, over 3 million square feet of industrial and commercial space has been built in the City's West Otay Mesa Area. It is anticipated that the demand for industrial land use, especially warehouse areas and distribution uses, will increase even more due to the passage of the North American Free Trade Agreement (NAFTA).

In recognition of this demand for industrial use, the County amended its General Plan in 1983 to designate the East Otay Mesa Area for general industrial uses in the flat terrain and low density residential uses in the canyon and hillside terrain as part of amendments made to the Otay Subregional Plan. In 1990, the Specific Plan Area land use designation for this area was approved to provide for a comprehensive planning framework for future conservation and development. The County proceeded to initiate the East Otay Mesa Specific Plan preparation process in April of 1991.

### Relationship of the Specific Plan to the General Plan

The East Otay Mesa Specific Plan implements the policies of the County General Plan including the Otay Subregional Plan. It is a customized regulatory mechanism designed to bridge the broad guiding policies of the General Plan in order to

promote coordinated development of individual land parcels. The Specific Plan provides the framework to guide a myriad of decisions regarding land use, open space and conservation, circulation, infrastructure, community facilities, facility phasing and financing, and design.

### Specific Plan Process

Development of the East Otay Mesa Specific Plan involved a multi-phase process with extensive property owner and public agency participation. The first phase involved extensive data collection on environmental, public facility, transportation, and economic factors. During the second phase alternative land use, circulation and infrastructure concepts were studied and evaluated. A consensus preferred plan and phasing strategy were agreed upon by County staff and property owners in December 1992.

Supporting the Specific Plan are the following technical reports on file with the County Department of Planning and Land Use:

- Industrial Market Study
- Environmental Resources and Constraints Study
- Circulation Element Technical Report
- Water, Sewer, and Reclamation Master Facilities Plan Technical Report
- Conceptual Infrastructure Improvement Plans and Cost Estimates of Backbone Infrastructure and Public Facilities

The following documents were adopted as part of the Specific Plan approval process:

- Environmental Impact Report
- Comprehensive Flood Control Master Plan
- Site Planning and Design Review Guidelines



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### 0.3 *East Otay Mesa Specific Plan Elements*

#### Land Use

*Industrial:* East Otay Mesa Specific Plan has the potential to be the County's largest industrial and business district. It contains large parcels of level, relatively inexpensive land located near the international border crossing and its Maquiladora or Twin Plants, which make it highly suitable for large scale industrial development. A Market Study conducted in 1991 at the outset of the planning process concluded that, based on anticipated demand the entire East Otay Mesa industrially planned area could be built out and occupied in 20 years. The study also indicated that the majority of the demand for industrial uses is connected with growth in manufacturing in Mexico. The vast majority of the flatter land, approximately 70 percent of the Specific Plan Area, is planned for Mixed Industrial land use, see Figure 0-2.

*Commercial:* In order to create a comprehensive industrial and business district with appropriate services, commercial land uses are also planned. The planned commercial land uses are classified into three types: regional, district, and support commercial.

*Residential:* The biologically sensitive steep slopes of the eastern hillside area and the steep slope areas of the northern canyons are planned for very low intensity Rural Residential land use, see Figure 0-2.

#### Conservation and Open Space

*Conservation:* An Environmental Resources and Constraints Study prepared early in the planning process indicated the presence of highly sensitive resources in the Specific Plan Area. In addition, during the preparation of the EIR, potential vernal pool habitat was identified near the international border. These sensitive resources, are planned to be conserved or mitigated as part of the Conservation and Open Space Elements of the Specific Plan. The areas to be conserved include: (1) the eastern hillside area which has both steep slopes and coastal sage scrub, the habitat for the California gnatcatcher; (2) Johnson Canyon, which has steep slopes; (3) an area west of Johnson Canyon containing both coastal sage scrub and vernal pool habitats. In order to conserve these areas, the Specific Plan designates the above areas as Rural Residential, a low density use. The areas where mitigation of sensitive resources is proposed are planned for Mixed Industrial and Commercial land use, see Figure 0-2.

To insure appropriate mitigation, any proposed development, including clearing and grading, in the Rural Residential areas determined to have biological resources and/or steep slopes is subject to a "G" Designator and the Sensitive Resource Area Regulations of the Zoning Ordinance. The Specific Plan also requires that prior to approving any subdivision of land or other discretionary permit with a "G" Designator, a Resource Conservation Plan be prepared to identify appropriate mitigation strategies to be approved by the County and appropriate State and Federal wildlife agencies.

Development of land with steep slopes and/or sensitive biological resources must minimize encroachments. Encroachments on steep slopes (areas greater than 15% slope) and unique vegetation communities or habitats of rare or endangered

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species of plants or animals shall be avoided. Impacts to sensitive resources in these areas will be mitigated at the discretionary review stage prior to approval of any discretionary permits.

Significant cultural resources (archaeological and historical sites) have been identified within the Specific Planning Area. The locations of these resources have not been identified on any maps to protect their integrity. Mitigation of impacts to significant cultural resource sites must be accomplished at the discretionary review level prior to approval of any permits.

*Open Space:* The protection of sensitive lands conserves open space values as well as provides recreation opportunities. Johnson Canyon, in particular, is located in the Focused Planning Area (FPA) of the Otay River Valley Regional Park. Proposed industrial or commercial projects in the Regional Park's FPA will be subjected to enhanced design review pursuant to the Community Design Review Regulations of the Zoning Code and as described in the Regulatory Section of the Specific Plan below. Moreover, property owners may be required to dedicate easements within the Specific Plan Area for the planned trails as part of the discretionary review process, consistent with the Recreation Element of the General Plan, in order to facilitate connections to the Regional Park.

## Circulation

*Proposed Regional Highway Facilities:* Future regional highways are essential to support planned land uses in East Otay Mesa. Accordingly, County project staff and State of California Department of Transportation (Caltrans) have been involved in cooperatively planning future freeway and tollway facilities to promote optimum access to the East Otay Mesa Specific Plan Area. The key regional

highways that would link the Specific Plan Area to the rest of the region include: SR-125, SR-905, SR-54. The proposed SR-125 tollway and SR-905 freeway are critical to accommodating the future development of both the East Otay Mesa and West Otay Mesa (City) areas. Currently environmental studies are underway for SR-125 by Caltrans. Financing for the construction of these two freeways has not been fully realized. Property owners in City and County may have to participate with other benefiting jurisdictions in fair share financing of regional road improvements.

*Proposed Local Road Facilities:* The proposed Circulation Plan, consisting of Industrial/Commercial Roads, Industrial/Commercial Collectors, Major Roads, Prime Arterials and Freeways, provides the framework of roads to serve the anticipated development in East Otay Mesa. Figure 0-2, East Otay Mesa Specific Plan, indicates the recommended road system to accommodate the ultimate projected traffic volumes. Property owners in the East Otay Mesa will be responsible for financing all local roads except freeways and roads on the City/County border, where the cost will be shared with City property owners.

The main factors that determined the recommended street system include: the existing street alignments, the planned new regional routes, linkages with planned facilities in neighboring jurisdictions, physical constraints and planned land use. All facilities in the proposed circulation network are projected to operate consistent with the Public Facility Element standards. Otay Mesa Road between the SR-125 northbound and SR-905 eastbound ramps and Sanyo Drive is expected to serve heavy travel demand. Accordingly, additional turning and through lanes are proposed to address the higher level of travel demand.

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*Proposed Road and Parkway Standards:* The Public Roads Standards of the County of San Diego Department of Public Works (DPW) establish detailed standards for all roadways, including right-of-way, local access, intersection spacing and alignment, driveway widths, and locations. These standards are also recommended for the Specific Plan Area. All roads in the Circulation Plan would also serve as truck routes. Coordination with the City of San Diego: There are several locations where the Circulation Element roads vary between the City and County jurisdictions. For example, in some cases the recommended number of lanes is different for the same facility on either side of the jurisdictional boundary. The County will continue to coordinate with the City of San Diego on resolving these differences. Initial contacts by project staff with the City staff have indicated that these differences can be resolved.

*Alternative Modes of Transportation:* In the near term, a regional public bus system is being planned by the San Diego Metropolitan Transit Development Board (MTDB) for the East Otay Mesa within the Specific Plan Area. Regional bus stops are planned to be located near the ramp terminals of planned freeways. In the long term, light rail transit is planned to serve East Otay Mesa from existing service in Chula Vista and San Ysidro to be operated by MTDB. This planned north-south line would operate adjacent to the SR-125 alignment, and the planned light rail east-west line from San Ysidro to Otay Mesa Border Crossing would operate adjacent to Otay Mesa Road. An intermodal transfer station is planned to be located in East Otay Mesa at the intersection of the two planned light rail lines near the ramp terminals of State Routes 125/905.

Commercial land use is planned adjacent to the

light rail transfer station to encourage and facilitate transit-oriented development. In addition, freeway ramps are designed to provide direct access for buses and private vehicles to the planned light rail transfer station to further promote intermodal access. MTDB has planned a conceptual local bus loop route to link the light rail/regional bus transfer facility to the planned industrial land uses in East Otay Mesa and the City's West Otay Mesa. No funding sources have been identified or committed for the planned regional bus, light rail lines, or the local bus loop service at this time.

*Freight Rail Service:* Development of freight rail service in the Specific Plan Area along Airway Road connecting with existing rail service near the San Ysidro Border Crossing is currently being studied. There are no adopted plans to implement such service. However, if a freight rail line along Airway Road proves feasible, the development of such service should be encouraged. It should be pointed out that implementation of a freight rail line would require additional right-of-way which may necessitate an amendment to the Specific Plan to define land reservation or dedication requirements. At this time, it is anticipated that future freight rail service in Otay Mesa would be developed independently of planned light rail transit service.

*Bicycle Routes and Facilities and Pedestrian Circulation:* The Circulation Element allows bicycles in mixed flow on all Circulation Element roads. In addition, it encourages MTDB to provide bike lockers at the planned light rail transfer station. Pedestrian circulation is encouraged by providing sidewalks and attractive streetscape for all planned roadways. Site planning to promote pedestrian circulation is also strongly encouraged between industrial and support commercial uses as well as

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within the regional commercial area in conjunction with the light rail transfer station.

*Regional Transportation Management:* The Specific Plan recommends that the County continue to work with other agencies in the region to comply with the San Diego County Regional Growth Management Strategy, Congestion Management Program, and Air Quality Plan Transportation Control Measures. Future businesses within East Otay Mesa will be required to form, participate and finance the Transportation System Management (TSM) and Transportation Demand Management (TDM) programs in compliance with the Regional Transportation Demand Management Program and the Public Facility Element of the County's General Plan.

*Transportation Monitoring Program:* The Specific Plan proposes to establish a Traffic Monitoring Program to maintain acceptable Levels of Service on the road system. The Traffic Monitoring Program will identify the impacts of development until such time as the circulation network for East Otay Mesa is fully developed. This program will include bi-annual traffic counts on selected facilities to ascertain the amount of traffic generated by specific types of development in East Otay Mesa, allowing for determining the need to modify the circulation network.

*Other Regional Circulation Considerations:* There are several major projects in the region that could affect the Circulation Element for East Otay Mesa. The most significant project includes: a potential additional international border crossing in East Otay Mesa, east of the existing Otay Mesa International Border Crossing; and the possible extension of SR-905 freeway to serve the proposed future border crossing.

## Urban Design

The area-wide design concept for East Otay Mesa is to create a high quality industrial and business district surrounded by the natural land forms of the San Ysidro Mountains and Otay River Valley. The uniqueness of the natural setting and the proposed special design elements of the Specific Plan can serve to create a distinctive and urban image for the future industrial and commercial development in East Otay Mesa.

A distinctive public streetscape design is a key design element in achieving a high quality urban design vision for East Otay Mesa. A Streetscape Plan has been formulated for each type of road, specifying a softscape median, street trees in the public parkway right-of-way, and 25- to 35-foot deep landscape setbacks adjacent to the parkway on private property to be improved by fronting property owners. A special paint color for street lights and a customized street blade sign design are also proposed.

The other important component in achieving the desired urban design vision is high quality site planning and building design for each private development. In order to achieve this objective, the industrial and commercial districts of East Otay Mesa Specific Plan Area are subject to Community Design Review Area Regulations and are given a "B" Designator pursuant the Zoning Ordinance. Customized Site Planning and Design Guidelines have been prepared in a separate document which are to serve as the basis for implementing the design review process by County staff and the proposed Community Design Review Board. The Specific Plan also encourages the provision of other amenities, such as public art, to further enhance the image and marketability of the Specific Plan Area.



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## Public Facilities

The Specific Plan proposes a comprehensive plan of infrastructure and public facilities to serve planned development. All of the facilities will be financed by the property owners except where otherwise stated.

*Water:* Otay Water District has indicated that there is sufficient existing and planned transmission capacity and water storage to accommodate all future development in East Otay Mesa.

*Wastewater Collection and Treatment:* In the short-term, the County has negotiated the acquisition of a 1.0 million gallon per day, (mgd) capacity of San Diego Metropolitan Sewage System (Metro) treatment capacity from National City. This capacity is currently being held by the Spring Valley Sanitation District. An East Otay Mesa Sanitation District will be formed to transfer this capacity to the Specific Plan Area from Spring Valley. This capacity is adequate to serve 500 gross acres of industrial/commercial development. Ultimately, East Otay Mesa would be served either by Metro or by an on-site treatment facility. At this time, connection to Metro is being proposed, and on-site wastewater treatment facility is considered as an alternative. However, the final determination of the ultimate treatment alternative will be based on cost, financing and the timing of available capacity.

*Reclaimed Water:* The projected demand for reclaimed water for this area would be provided from a future Otay Valley Treatment Plant as part of the Metro system; or alternatively from an on-site wastewater treatment facility. Otay Water District would be the responsible purveyor of reclaimed water.

*Storm Water Drainage:* In order to accommodate planned development and to ensure historical flow

rates are not exceeded at the City of San Diego jurisdiction limits and the United States/Mexico border, a comprehensive Flood Control Master Plan for the East Otay Mesa Specific Plan Area has been prepared. In the northern watershed region, storm water can drain to the Otay River Valley without detention. On-site storm water detention facilities are planned for the smaller sub-watershed regions that drain toward the City of San Diego. Regional detention facilities are also planned for the larger southern sub-watershed region that also drain to Mexico.

*Dry Utilities:* Electrical power and natural gas are provided by San Diego Gas and Electric Company. Telephone service is provided by Pacific Bell. Existing service connection points, which currently terminate at the western boundary of the Specific Plan Area, can be extended to serve planned development. No off-site capacity constraints are identified by service providers.

*Fire Protection and Emergency Medical Services:* The Rural Fire Protection District of San Diego County is the responsible agency providing these services in East Otay Mesa. Annexation of a westerly portion of the Specific Plan Area into the Fire Protection District is required. A proposed fire station may be located on a site which has been dedicated for that purpose at Alta and Otay Mesa Roads. Alternatively, consideration has been given to developing a joint operating agreement with the City of San Diego to provide fire protection and/or emergency medical service from a planned City fire station at Brown Field if feasible. A plan for providing fire protection facilities and services, including establishment of funding mechanisms, must be in place before any Final Maps are recorded.

*Law Enforcement:* The County Sheriff's Department currently provides law enforcement service

in East Otay Mesa. The Sheriff's Department has indicated a desire to locate a new sheriff's substation in East Otay Mesa prior to any significant level of development. Adequate space exists to accommodate the sheriff's substation on the fire station site at Alta and Otay Mesa Roads. Financing for law enforcement facilities and service are based on Countywide policies.

*Child Care:* Modern industrial and business parks are providing child care services as an amenity to attract and retain tenants. Data provided by the County Child Care Coordinator indicates that there may be a demand for child care services for up to 150 children in East Otay Mesa at full buildout, depending on the child care needs of the future daytime population in the area. In order to accommodate this demand, child care facilities are allowed to be located in the planned regional and district commercial areas. Locating a child care facility in the proximity of public transit services is highly encouraged.

*Solid Waste:* Solid waste will be collected by private operators under permit from the County. All businesses in East Otay Mesa would be required to abide by all applicable County ordinances requiring recycling of certain materials. The County is conducting environmental review of three candidate sites, one of which is in East Otay Mesa, for a future solid waste disposal facility to serve the South County area. In the event that none of the sites proves feasible, there may not be adequate capacity to support future development in the South County area.

*Hazardous Materials:* The County Department of Health Services regulates and inspects the storage and handling of hazardous materials. The Hazardous Incident Response Team (HIRT) will provide highly trained teams of hazardous materi-

als experts to serve future development in East Otay Mesa.

## Facility Phasing, Financing, and Implementation

The Specific Plan proposes that public facilities in East Otay Mesa be phased non-geographically and financed through the equitable participation of all benefiting property owners.

*Phasing:* Based on extensive analysis, it is determined that the first phase of public facilities in East Otay Mesa support approximately 500 gross acres of future development. A key factor in this determination is the 1.0 million gallons per day (mgd) threshold of wastewater treatment capacity available from Metro which the County acquired via the National City agreement.

The capital improvements that are recommended by the Plan to be included as part of phase one, to be financed by the property owners, include:

- Fair share contribution to off-site road improvements, as part of a regional financing strategy
- Acquisition of Metro wastewater treatment capacity
- On-site road and infrastructure improvements to serve the affected properties
- Establishment of funding mechanisms for fire services and facilities

*Financing:* The preferred strategy for financing backbone or area-wide capital facilities is to: (1) for phase one improvements, use land secured public debt instruments; e.g., Assessment Act proceedings; and (2) for subsequent phases of improvements; utilize a combination of impact fees, reimbursement agreements, additional land secured public debt financing instruments, and/or

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revenue bonds. However, conditions of development approval will be placed on individual parcels that require public facilities and services be built only to the extent needed to serve its demand. In cases where oversizing is needed for future demand, the County will consider reimbursement agreements.

Operation and maintenance costs of these facilities will be financed in several ways: (1) through the County General Fund, (2) by user fees from established utility service providers, (3) by taxes or assessments established by a County Service Area or Local Improvement District (see Glossary for definition), and/or (4) by user fees and benefit fees established by Special Districts to augment their general operating budgets for specific services.

*Implementation:* The property owners have the primary responsibility of implementing the required on-site infrastructure and public facility improvements. Implementation will include formation of a Local Improvement District(s), Fee Districts, and Special Districts (e.g., the Sanitation District).

To implement regional facilities, such as roads, where other jurisdictions will benefit from the required improvements, it is recommended that the County enter into joint powers agreements and/or other similar methods with the benefiting jurisdictions (City of San Diego and City of Chula Vista) to equitably finance these regional facilities. Conditions on individual project approval may be required, to the extent necessary to ensure the provision of adequate facilities and services.

In order to administer the development of the East Otay Mesa District, it is also recommended that

the County and property owners consider forming a Local Development Corporation (LDC) for East Otay Mesa or other suitable entity capable of coordinating development activities in East Otay Mesa. The LDC would be a nonprofit corporation that could assume certain responsibilities subject to the Board of Supervisors' approval, such as review and update of the Facility Phasing and Financing Plan coordination, marketing and other economic development services.

*Schedule:* East Otay Mesa Specific Plan Area is scheduled to permit development contingent upon construction of off-site road improvements anticipated to occur by 1998.

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## 0.4 *Regulatory Provisions and Design Guidelines*

### Development Review Process

There are up to four steps in the development review process for all projects in East Otay Mesa: (1) The Subdivision Ordinance mandates a review of land division to result in an approved Tentative Map and Final Map; (2) Special Area Designators require a Site Plan review in conformity with the Site Planning and Design Guidelines and/or Resource Conservation Plan that result in an approved Site Plan; (3) Building Review includes a plan check of construction documents to comply with adopted codes and ordinances; and (4) Certain projects require a Zoning Review Process (administrative permit, minor use permit or major use permit) for land uses that are not "permitted-as-of-right" in the Land Use Regulations of the Specific Plan. All four types of permit applications may be processed either concurrently or separately. The review process for each type of permit is briefly described below.

*Subdivision Map Review Process:* Tentative subdivision map, tentative parcel map, and parcel map waiver applications will meet requirements of State and County law and must be consistent with the Specific Plan.

*Site Plan Permit Review Process:* All development including clearing and grading in an area with a "G" Designator requires a Site Plan review pursuant to the Sensitive Resource Area Regulations of the Zoning Ordinance to determine consistency with an approved Resource Conservation Plan. Also, all projects within planned industrial

and commercial areas have a "B" Designator and require a Site Plan review pursuant to the Community Design Review Regulations of the Zoning Ordinance. Proposals are reviewed for consistency with the Specific Plan and Site Planning and Design Guidelines.

*Building Review Process:* All projects that require a Building or other permit in the County of San Diego are subject to all applicable codes and ordinances.

*Zoning Review Process:* The land use regulations of the Specific Plan allow certain uses only by Administrative, Minor, or Major Use Permit.

### Development Regulations

Several types of development regulations and guidelines have been prepared as part of the Specific Plan to guide development in East Otay Mesa. The narrative below describes each type of regulation or guidelines.

*Subdivision Regulations:* Standards are established for minimum lot size and lot dimensions, and Design Guidelines address issues related to site planning. The Specific Plan also requires that issues related to sensitive environmental resources be resolved during the subdivision process.

*Land Use Regulations:* For each land use, the Specific Plan specifies permitted uses, permitted uses subject to limitations, and uses subject to an administrative, minor or major use permit.

*Sensitive Resource Area Regulations ("G" Designator):* All parcels that have steep slopes and/or maximum to high biological resource sensitivity (as identified by the Environmental Resources and Constraints Study and the potential vernal pool habitat identified during the preparation of



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the EIR) are given a "G" Designator and are subject to the Sensitive Resource Area Regulations of the Zoning Ordinance. Any development, including clearing and grading, requires that there be a detailed Site Plan review process to ensure that the proposed project will avoid and/or mitigate any impacts on environmentally sensitive lands. Potential impacts to environmentally sensitive lands will be mitigated prior to approval of any discretionary permits. Encroachments into steep slopes (greater than 15%), unique vegetation communities or habitats of rare or endangered species of plants or animals shall be avoided.

In addition, an approved Resource Conservation Plan is required prior to any development including clearing and grading for parcels with a "G" Designator. The purpose of the Resource Conservation Plan is for the property owner to prepare mitigation strategies to mitigate impacts to habitat and endangered species on their site acceptable to the County and, if required, appropriate State and Federal wildlife agencies.

*Community Design Review Area Regulations ("B" Designator) and Site Planning and Design Guidelines:* All areas planned for industrial and commercial land use in the East Otay Mesa Specific Plan Area are given a "B" Designator and are subject to the Community Design Review Area Regulations of the Zoning Ordinance.

The East Otay Mesa Site Planning and Design Guidelines, under separate cover, herein referred to as "Design Guidelines," serve as the criteria for the Site Plan review and other discretionary project reviews to be conducted by County staff and the Community Design Review Board. The main goal of the Design Guidelines is to create an industrial and business district that has a strong identity and is a place of distinction and quality.

The Design Guidelines cover the following site planning issues: grading; circulation, parking and loading; structures; landscaping; fencing and screening; signage; lighting; and public utility structures. The building design guidelines address features such as: building form and massing; elevation treatment; elevation materials; entrances, windows, and doors; roofs; and climatic considerations.

*Development Standards:* For each land use, standards are established for density or intensity, building height and coverage. Special detailed standards, unique to East Otay Mesa, are established for building setbacks, usable open space and parking.

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# Introduction

## 1.1 Overview of the East Otay Mesa Specific Plan

The East Otay Mesa Specific Plan sets forth a comprehensive and far-sighted vision for the development of East Otay Mesa as a modern industrial and business district. The planning intent of the Specific Plan is to implement the policies of the San Diego County General Plan and the Otay Subregional Plan. The goals, policies and programs in this document promote orderly land use development; protect the environment; and provide standards and thresholds for providing adequate public facilities, infrastructure, and amenities consistent with future development demand.

This Specific Plan document is organized into four general chapters. Chapter 1 is the introduction to the Specific Plan. It describes the site context, history, and planning process of the Study Area.

Chapter 2 describes the elements of the East Otay Mesa Specific Plan, which include:

- Land Use
- Conservation/Open Space
- Circulation
- Urban Design
- Public Facilities
- Facility Phasing, Financing Strategy, and Implementation

Each element includes: a goal statement, narrative discussion, map, policies, and specific implementation strategies.

Chapter 3 describes the regulatory provisions of the plan, including the development review process, the allowable uses, and specific development standards.

In addition to the Specific Plan document, there are several other supporting technical documents which have been prepared as part of the Specific Plan process. These documents include:

- Industrial Market Study
- Environmental Resources and Constraints Study
- Circulation Element Technical Report
- Comprehensive Flood Control Master Plan (to be adopted by resolution)
- Water, Sewer and Reclamation Master Facilities Plan Technical Report
- Conceptual Infrastructure Improvement Plans and Cost Estimates for Backbone Infrastructure and Public Facilities
- Environmental Impact Report
- Development Information Manual (a non-adopted informational guide for property owners planning to develop in East Otay Mesa Specific Plan Area).

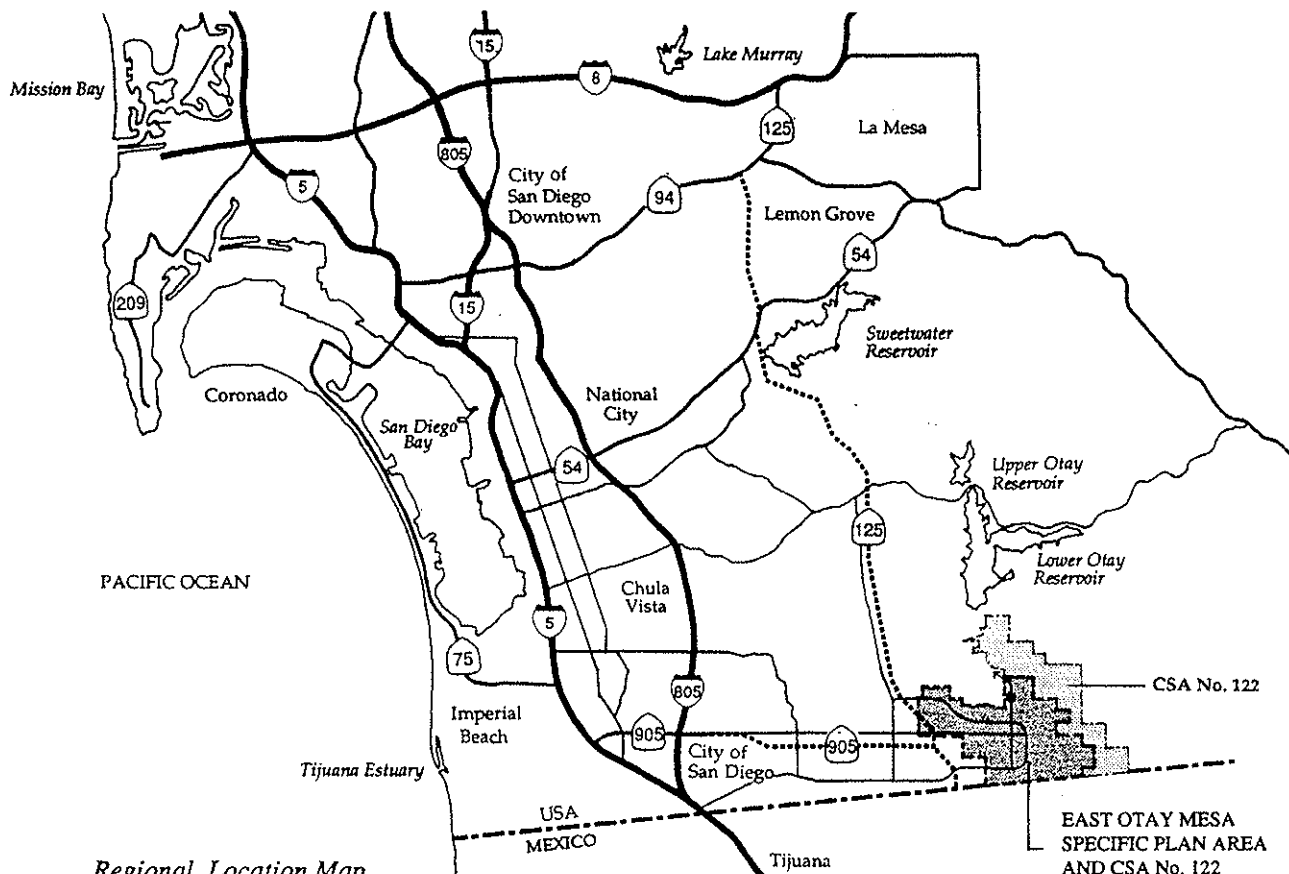
## 1.2 Planning Area Description

### 1.2.2 Site Characteristics

#### 1.2.1 Location

The East Otay Mesa Specific Plan Area encompasses approximately 3,300 acres of land in the southwestern portion of unincorporated San Diego County. The Specific Plan Area is part of the approximately 5,700 acre County Service Area (CSA) Number 122. Figure 1-3, Regional Location Map, indicates the regional location of the Specific Plan Area in San Diego County. It is about 18 miles southeast of downtown San Diego, 9 miles from downtown Chula Vista, and 12 miles from downtown Tijuana.

The major physiographic feature of the Specific Plan Area is the generally level terrain of Otay Mesa. This mesa is one of a series of marine wave-cut terraces, typical of the San Diego region. Two major canyons, O'Neal and Johnson, have been deeply cut into the northern edge of the Mesa and drain northwesterly into the Otay River. The Otay Valley, at the northerly portion of the Specific Plan Area, contains at its center the relatively flat Otay River floodplain. The topography to the east of the Mesa is characterized by low, gently rolling hills which gradually transform into the deep slopes of the San Ysidro Mountains.



Regional Location Map  
Figure 1-3

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### *1.2.3 History*

Throughout its history, Otay Mesa has been used for agriculture. Its ideal coastal climate, free of hail and frost as well as rich agricultural soil, has historically made Otay Mesa a desirable area to raise crops. Most of the early development of the Mesa occurred in the City portion of Otay Mesa. In 1889, the first industrial building was built, but by 1934 it was torn down and farming remained the primary land use activity on the Mesa.

In the 1960's the Otay Mesa Property Owners Association was formed and the City portion of the Mesa began a process of land use change. Property owners desired to change the land use from agricultural to industrial and commercial due to the high cost of water and labor. Relatively low land cost and affordable labor supply and favorable tariffs in Mexico attracted manufacturing operations to the Mesa.

With the growth of the Mexican government's Maquiladora or Twin Plant Program in the early 1980's, a more significant demand for industrial land was created in the U.S. to accommodate distribution and warehousing of products manufactured in Mexico. The opening of the Otay Mesa Border Crossing and improvement of Otay Mesa Road and portions of State Route 905 in the mid-1980's further enhanced development opportunities in the area. Industrial uses expanded rapidly in the City portion of the Mesa, and there was a desire on the part of the County property owners to plan the East Otay Mesa for future development.

### *1.2.4 Surrounding Land Uses*

Existing and planned land uses as well as major natural and man made features surrounding the site are shown in Figure 1-4, Surrounding Land Use Map. The site is located between Otay River Valley to the north, the international border with Mexico to the south, the San Ysidro Mountains to the east, and the City of San Diego's Otay Mesa Community Plan Area to the west.

East Otay Mesa is at the southern edge of development in San Diego County. To the west is the 12,505-acre City of San Diego's Otay Mesa Community Plan Area. This Community Plan Area is predominantly planned for industrial and residential use. Planned industrial and commercial uses in the Community Plan Area total 4,300 acres.

Commercial uses are also planned near SR-905 interchanges. In the City's portion of the Mesa, a total of 3.1 million square feet of industrial and commercial space has been developed as of 1991. Tentative and final maps have been approved for industrial and commercial uses for approximately 56 percent of the area as of 1991. Upon approval of current tentative maps in process, almost 70 percent of City's West Otay Mesa will be mapped.

The City's Otay Mesa Community Plan also proposes residential uses on approximately 5,800 acres. This is to accommodate 46,000 residents in 18,000 dwelling units west of the planned industrial district.

The City of Tijuana adjoins the southern edge of East Otay Mesa. This area (south of the Specific Plan Area) has been developed or planned for industrial and residential uses. Tijuana's Rodriguez

International Airport is located approximately one mile southwest of the site.

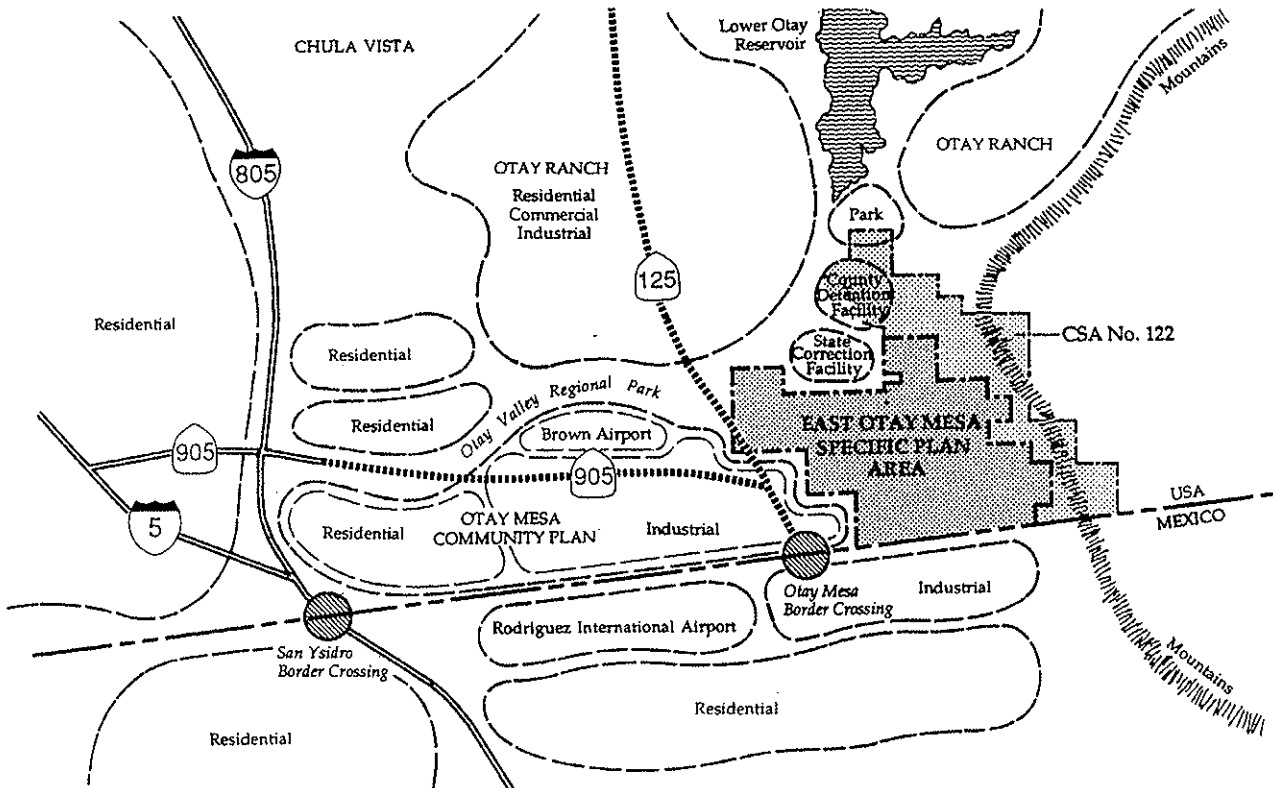
To the immediate north of the site is the existing 750-acre Donovan State Correctional Facility, operated by the State of California Department of Corrections, located on a mesa between O'Neal and Johnson Canyons. On the mesa north of O'Neal Canyon is the 523-acre site of the County's George F. Bailey Detention Facility. Further north is the Otay River Valley where a regional open space park is being planned. A multi-jurisdictional planning effort is underway to create a regional park within the Otay River Valley.

Most of the area north of the Otay River Valley is currently vacant. A 23,297-acre "new town" is planned in this area known as "Otay Ranch."

## 1.2.5 Ownership Patterns

Ownership patterns in the East Otay Mesa study area are shown in the Appendix 1, Ownership Map. There are 67 recorded parcels in the study area, owned by 34 separate landowners. Landowners' names and size of land holdings are listed in Appendix 1.

It should be noted, a major off-road easement in the Study Area is the 120-foot-wide San Diego Gas and Electric 230 KV transmission line. This easement, indicated on the Ownership Map in Appendix 1, is located in the eastern portion of the Study Area and trends northwesterly to southeasterly.



Surrounding Land Use Map  
Figure 1-4



### **1.2.6 Current Development Activity**

There is a modest amount of development activity within the East Otay Mesa Specific Plan Area. Figure 1-5, Development Activity within the Specific Plan Area, indicates existing and proposed development. A major use permit (P88-020) was issued in 1988 for the Bradley Auto Auction Storage Pool (currently Robertson Leasing Corporation), on a 38-acre site at the southwest corner of Otay Mesa Road and Alta Road. The interim use facility is currently operational, though the permit establishes a 5 year time limit for the use, which is renewable at the discretion of the County. The applicant has filed a modification to the use permit to intensify the use and extend the time limit.

There is also an approved Major Use Permit for the 426-acre American International Raceway, located at the base of the foothills on the eastern side of the Study Area (P85-015W). Though not yet constructed, the raceway is approved as a facility for 70,000 spectators, and includes an 800-vehicle overnight campground. It is considered an interim use since the use permit has a 20 year permit life.

A landfill facility is also being considered on a 400-450 acre hillside site partially overlapping on a portion of the Specific Plan Area, within the Major Use Permit area of the American International Raceway site. This site is one of three alternative sites under consideration for a future regional landfill facility currently under environmental review.

## **1.3 Planning Process**

### **1.3.1 Specific Plan Area Designation**

In 1984, the County amended the Otay Subregional Plan, which is part of the Land Use Element of the San Diego County General Plan (GPA 84-02), to designate the area for future industrial land use. In addition, the Regional Land Use Element designates Otay Mesa as a Special Study Area. The Otay Subregional Plan designated 2,730 acres (83 percent) of the East Otay Mesa area as predominantly (16) General Industrial, with industrial development not permitted in areas of 25 percent slope or greater. The hillside areas of 25 percent slope or greater were designated as (17) Estate Residential (421 acres) and (18) Multiple Rural Use (92 acres). The Estate Residential allowed one dwelling unit per 2 or 4 acres depending on the slope, and the Multiple Rural Use allowed one dwelling unit per 4, 8 or 20 acres depending on the slope. The Plan also designated 58 acres as an Impact Sensitive Area.

The Otay Subregional Plan was amended December 19, 1990 (GPA 90-04), to designate East Otay Mesa as a (21) Specific Plan Area (SPA) and incorporated East Otay Mesa Specific Plan Guidelines. The SPA was rezoned to S88 District-Specific Plan Use Regulations with an overall residential density of 0.34. Thereafter, the County, in response to a request from the property owners, proceeded to initiate the East Otay Mesa Specific Plan process, in April, 1991.

A proposed General Plan Amendment will be processed concurrently with the adoption of the Specific Plan. The GPA will change the road alignments shown on the Circulation Element and the land uses identified on the Otay Subregional Plan to conform with the adopted land uses of the East Otay Mesa Specific Plan. In addition, it will amend the Recreation Element to allow mandatory trail dedication.

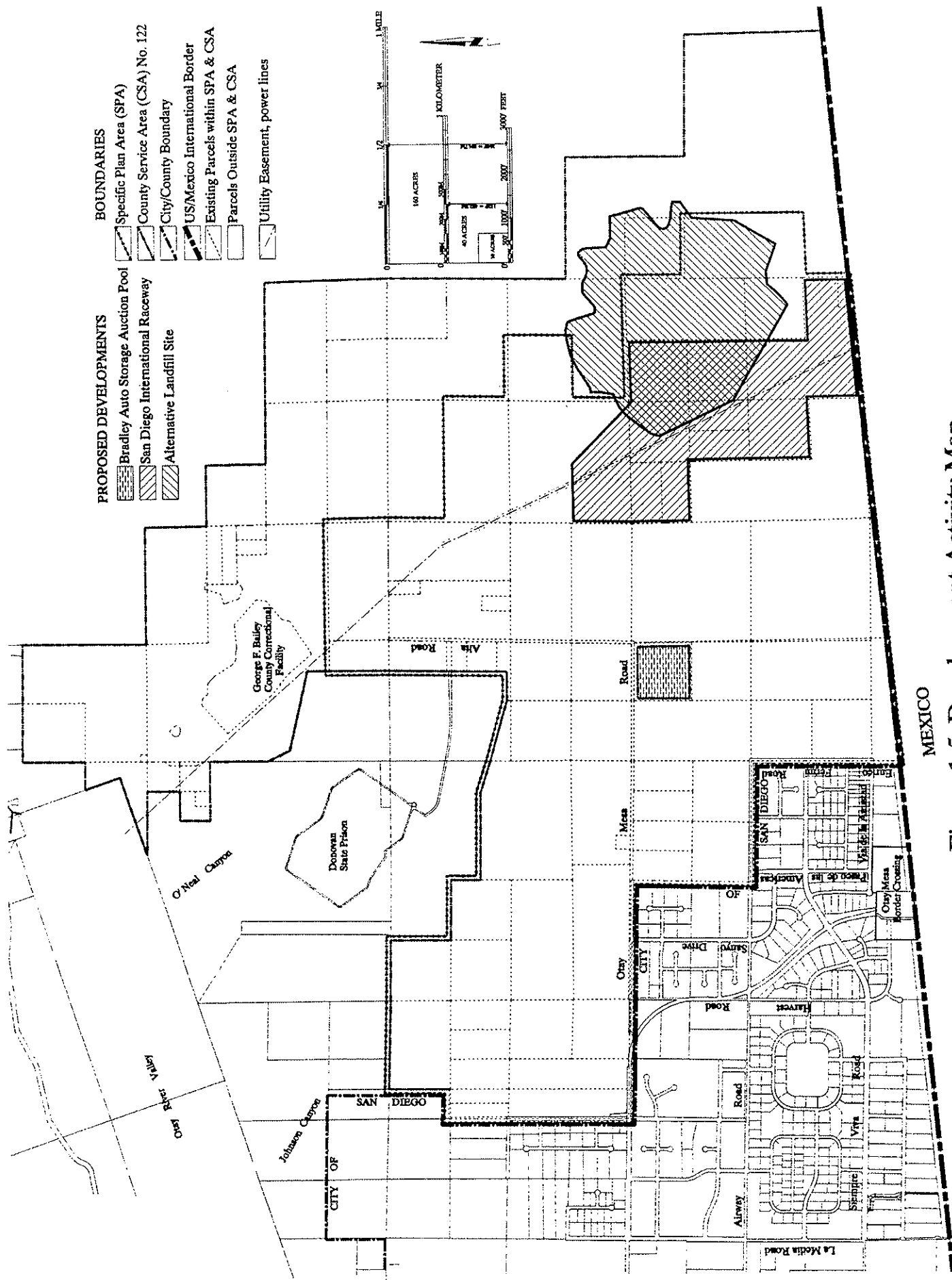


Figure 1-5, Development Activity Map

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### **1.3.2 Development of the Specific Plan**

Development of the East Otay Mesa Specific Plan involved a multi-phase process with extensive property owner and public agency participation. The following is a description of the planning process which led to this proposal. The first phase included an extensive data collection and analysis of land use, environmental, public facility, transportation and infrastructure factors.

#### **Environmental Resources and Constraints Study**

Early in the planning process, an Environmental Resources and Constraints Study was prepared. Selected environmental data were synthesized to produce a constraints map for planning purposes. Figure 1-6, Resource Constraints Map illustrates the areas of high constraint, moderate constraint, and no to low constraint. The criteria used in preparing this map are summarized below.

##### **Floodplain**

Inside floodplain = High constraint

Outside floodplain = No constraint

##### **Biologic**

Maximum or high biological constraint = High constraint

Moderate biological constraint = Moderate constraint

Low biological constraint = No to Low constraint

Not sensitive = No to Low constraint

##### **Slope**

0 - 15 percent slope = No to Low constraint

15 - 25 percent slope = Moderate constraint

25+ percent slope = High constraint

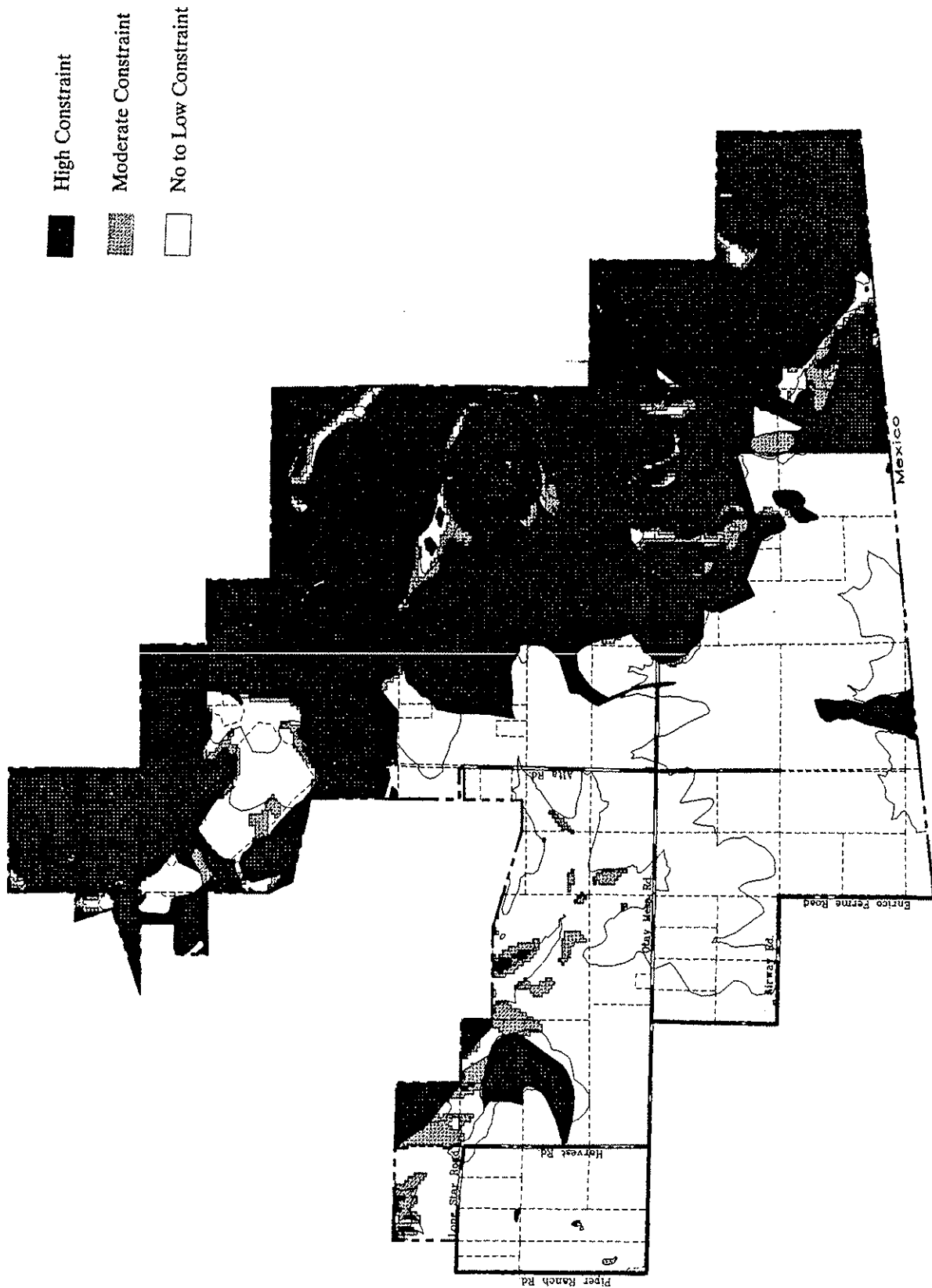
During the preparation of the EIR, potential vernal pool habitat was identified near the international border. Areas with high biological constraint and potential vernal pool habitat are indicated on the Sensitive Resources Area, "G" Designator Map at Figure 3-33.

Cultural resources information was not included as a constraint synthesis because significance of sites can only be determined with an on-site testing program. However, there are some significant cultural resources in the Specific Plan Area, and some property owners have completed on-site testing. A list of those properties that have received a prior archaeological clearance is included in Appendix 2.

#### **Market Study**

An Industrial Market Study was conducted at the outset of the planning process (September 17, 1991). The purpose of this Study was to determine the market demand for industrial development in East Otay Mesa, especially related to competitive development in the City portion of the Mesa and elsewhere in the County, especially the South Bay.

*Market Area:* The Comparative Market Area for East Otay Mesa includes the major population centers of southwest San Diego County. This Comparative Market Area extends approximately 15 miles north of the subject site and is referred to as the South Bay/Otay Mesa Market Area. At the time of the Study, in 1991, the market area contained a total of 13 million square feet of industrial space with a vacancy of 9.8 percent and had an annual absorption rate of about 1.2 million square



Source: Ogden Environmental  
and Energy Services Company

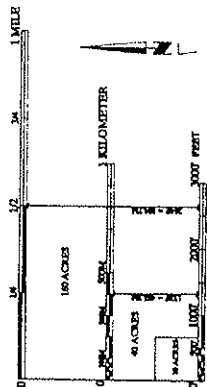


Figure 1-6, Resource Constraints Map

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feet during the previous five years. The South Bay/Otay Mesa market area is not a homogeneous one, with a sharp distinction between industrial uses in Otay Mesa versus the rest of the Market Area. In fact, 97 percent of industrial uses in Otay Mesa are directly related to trade with Mexico, whereas the other parts of the market area reflect a much broader base of industrial users.

*Market Area Industrial Land Supply:* According to San Diego Association of Governments (SANDAG), the South Bay/Otay Mesa Market Area contained 6,100 acres of vacant, developable land designated for industrial development, as of 1988. The regional planning agency, SANDAG, also determined that 88 percent of this industrial land is located south of Otay Valley Road and thus is in the immediate vicinity of East Otay Mesa. The other 12 percent of vacant, developable industrial land is scattered in other sections of the Market Area.

*Study Area Absorption Projections:* Most of the industrial development in East Otay Mesa is projected to be distribution and warehouse uses related to the Mexican government's Maquiladora manufacturing program. The price of raw land in East Otay Mesa is less expensive than other comparable industrial areas, and thus is very competitive.

The Market Study presented two possible scenarios for development in East Otay Mesa. In Scenario 1, East Otay Mesa is not developed until after all of the City of San Diego's West Otay Mesa is built out. In this scenario, absorption in East Otay Mesa would begin in the year 2007. In Scenario 2, East Otay Mesa captures 40 percent of total industrial demand for all of the combined City and County industrial districts of Otay Mesa, starting in 1995. By the year 2001, East Otay Mesa is projected to absorb 400 net acres of

development. In both scenarios, the City's West Otay Mesa and East Otay Mesa are projected to be built out by 2015. The implementation of the future additional border crossing in East Otay Mesa may also accelerate industrial absorption in this area.

### Development of the Preferred Plan

The second phase of the planning process involved the in depth exploration of several alternative land use, conservation, circulation and infrastructure concepts. During this phase, there was extensive consultation with property owners and numerous public agencies with jurisdiction over facilities and resources in East Otay Mesa to arrive at a consensus plan. In addition, there has been a meeting with the City of Tijuana Planning officials where alternative concepts were presented. A conceptual Preferred Land Use and Circulation Plan was supported by the property owners early in the second phase. However, final consensus required 17 drafts and numerous subsequent meetings with a committee of the property owners and affected public agencies. A consensus Preferred Plan responding to all the input was agreed upon by property owners and staff in December 1992. This Specific Plan represents the third phase of the work program.

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# Plan Elements

*This chapter presents the goals, policies, and implementation strategies for elements of the East Otay Mesa Specific Plan: land use; conservation/open space; circulation; urban design; public facilities; and phasing, financing and implementation. The plan elements were developed based on extensive research and analysis of each topic, as well as detailed review of County policies and procedures. Background reports were prepared for each element and are available at the County Department of Planning and Land Use (DPLU). In combination, the plan elements articulate the vision for the ultimate buildout of East Otay Mesa as a high quality international industrial and business center.*

## 2.1 Land Use Element

### GOAL:

*Promote a well-organized international industrial and business district in East Otay Mesa to attract and accommodate forecasted growth.*

East Otay Mesa is the unincorporated County's largest industrial area. Otay Mesa contains large, level, relatively inexpensive land located near a large, affordable labor pool and moderately priced housing; all of which make it highly suitable for large scale industrial development. Moreover, its prominent location along the Mexican border makes it a prime location for industrial use, specifically warehouse and distribution uses associated with manufacturing activity in Mexico as part of the Mexican government's Maquiladora Program. This position will be further strengthened based on the approval of the North American Free Trade Agreement (NAFTA).

The intent of the East Otay Mesa Specific Plan is to promote the development of the area into a comprehensive industrial and business district with a variety of sites for different uses. In order to create a relatively balanced, comprehensive industrial district with appropriate services, commercial uses are also incorporated in the land use plan. Commercial uses are divided into three types: regional, district, and support commercial.



**Table 2-1**  
**Planned Land Use Tabulation**

Land Use	Acres (Gross)
Mixed Industrial	2,372.00
Commercial	
Regional Commercial	129.63
District Commercial	24.39
Public	
Fire & Sheriff	1.79
MTDB Station	4.92
Residential	
Hillside	740.95
SR-125 and MTDB Station	
Rights-of-Way	26.44
<b>Total Gross Acres</b>	<b>3,300.12</b>

The hillside area on the eastern and northern boundaries of East Otay Mesa is designated for very low density residential uses, due to the existence of steep slopes and/or sensitive biological resources in this area. Industrial and commercial land use is planned for the flat developable areas.

Figure 2-7, Land Use Plan, and Table 2-1, Planned Land Use Tabulation, indicate the location and the amount of planned land uses. The Land Use Element describes the overall program and pattern of development to accommodate the forecasted growth in this area. Land uses proposed in this Specific Plan are consistent with the goals and policies of the Regional Land Use Element and Otay Subregional Plan of the County's General Plan.

### **2.1.1 Mixed Industrial Land Use**

The Specific Land Use Element designates approximately 2,372 gross acres of land in the East Otay Mesa Specific Plan Area for Mixed Industrial uses. This constitutes approximately 70 percent of the entire area within the East Otay Mesa Study Area of County Service Area (CSA 122). This land use designation is consistent with the Otay Subregional Plan policy that calls for Mixed Industrial uses as the appropriate land use for this area.

The planned Mixed Industrial land uses are intended primarily for accommodating wholesale storage and distribution, research services, and general industrial uses. General industrial land use is defined as industrial plants primarily engaged in manufacturing, compounding, process-

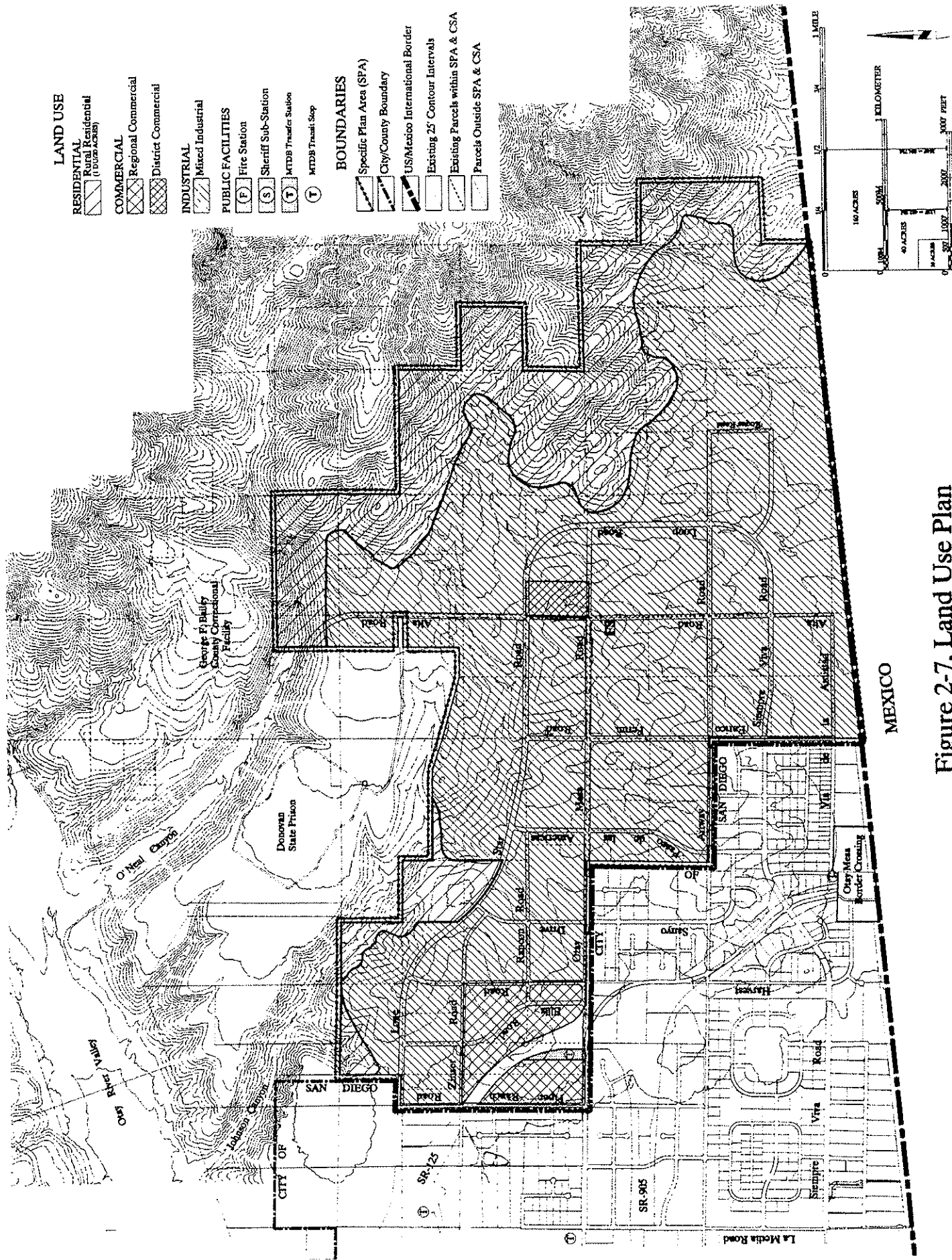


Figure 2-7, Land Use Plan

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ing, assembling, packaging, treatment or fabrication of materials and products. Many other compatible commercial types of uses such as construction sales and services, automotive and equipment uses, and custom manufacturing are also permitted.

### Forecasted Demand for Mixed Industrial Uses

An Industrial Market Study prepared early in the planning process projected industrial land absorption rates for development under two scenarios. These projections are preliminary and the Specific Plan has been designed to be flexible to accommodate almost any rate of development.

The Specific Plan recognizes that a significant portion of the planned industrial uses in Otay Mesa will be directly linked to trade with Mexico. The growth of the Maquiladora or Twin-Plant Program and the potential positive impact of the NAFTA in the future has increased the anticipated demand of large industrial parcels to locate distribution and warehouse facilities, for the purposes of exporting raw materials and importing finished goods manufactured in Mexico at favorable tariffs and labor rates. The advent of the Otay Mesa Border Crossing in the mid-1980's has been a positive factor in enhancing industrial and commercial development opportunities on the Mesa, particularly since truck traffic is able to move easily between the Twin-Plants on either side of the international border without having to use the congested San Ysidro Border Crossing.

### Advanced Technology Uses

The Specific Plan Land Use Element encourages diversification of planned mixed industrial uses to allow for advanced technology land uses in the East Otay Mesa. Given the presence of the University of California at San Diego (UCSD) and other research institutes, as well as a diverse representation of research and development industries in the San Diego Region, East Otay Mesa is considered an ideal location for advanced technology testing and manufacturing.

The Specific Plan Land Use Element incorporates provisions to accommodate the Recycling Market Development Zone (RMDZ) as part of the planned industrial land uses. The RMDZ provides incentives for businesses that manufacture recycled products in the San Diego region to locate in this area. The San Diego RMDZ was established by the City and the County of San Diego, the Otay Mesa Chamber of Commerce, and the San Diego Economic Development Corporation, in cooperation with the California Integrated Waste Management Board.

### Mixed Industrial Land Use Policy

*Policy LU-1: Accommodate the forecasted mixed industrial uses in East Otay Mesa.*

**Implementation:** The Zoning Map and regulatory section of the Specific Plan accommodate forecasted mixed industrial development in East Otay Mesa including advanced technology and recycling land uses.

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## **2.1.2 Commercial Land Use**

The Land Use Element of the Specific Plan designates 154 gross acres for Regional and District commercial uses in the East Otay Mesa area. In addition, Support Commercial is allowed within the Mixed Industrial District with limitation as described herein.

### **Regional Commercial**

The approximately 130 gross acre Regional Commercial Land Use Area serves a trade area of approximately 3 to 5 miles. Typical tenants for the planned regional commercial land use could include large retail stores, warehouse-type, and other compatible retail uses. The location for the Regional Commercial Area is based on proximity to planned freeways and the planned transit station.

The Regional Commercial land use area is to be planned to facilitate transit-oriented development benefiting from the transit opportunities afforded by the planned light rail and bus transfer station. In order to take full advantage of these opportunities, the uses which generate the most pedestrian activity are encouraged to be located nearest to the transit station, on the western side of the SR-125 tollway. This includes small to medium size retail uses, eating establishments, child care facilities, health clubs, etc.

### **District Commercial**

The approximately 24 gross acre District Commercial land use area is planned to serve the industrial work force in East Otay Mesa, within a trade area of approximately 1-1/2 to 2 miles. Typical tenants of the District Commercial land use include a super drug store, smaller retail, and eating establishments. The District Commercial

area is located to minimize trade area competition with existing and planned retail uses.

### **Support Commercial**

The Support Commercial land uses are planned to serve the daily convenience needs of the industrial work force in East Otay Mesa. They may be incorporated within industrial structures or located in a separate structure on the industrially zoned land.

The Support Commercial development activity may be clustered at intersections or located at the interior of industrial developments, and shall be located at least 1,000 feet away from the Regional or District Commercial sites. The intent of this regulation is to avoid strip commercial development along the industrial park roads and encourage pedestrian activity.

Each industrial parcel is allowed a five percent allocation of its gross acreage for support commercial uses, and such allocation is transferable. Parcels located within 1,000 feet of District or Regional Commercial land uses may not locate the Support Commercial on site, but may transfer it to another parcel. The transfer of the Support Commercial allocation from one parcel to another shall be implemented by the County under a procedure to be promulgated by the County. Once the Support Commercial allocation has been transferred from one parcel to another, the transferring parcel shall no longer be eligible for Support Commercial development.

### **Industrial Uses in Commercially Zoned Property**

Industrial uses are an allowable use in lands designated for Regional and District Commercial uses. However, the proposed industrial development in commercial areas must meet the

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following criteria to ensure a feasible future transition to commercial uses.

**Parking:** Adequate area shall be set aside for additional parking required if and when the industrial building is converted to commercial use. The area set aside for the additional parking must be located conveniently for future commercial users.

**Building Entrances:** Building entrances shall be located such that they will be easily visible to retail customers, and convenient for pedestrian and vehicular access at the time the buildings are converted to commercial use.

**Site Plan:** The Site Plan for the industrial development in commercial areas shall meet all other special criteria for commercial development described below as well as the Design Guidelines proposed by the Specific Plan.

### Site Plan Coordination Between Separate Commercial Properties

**Coordinated Circulation:** Major site access points, curb cut location, and parking lot layouts shall be coordinated with adjacent properties through the Site Plan review process to facilitate vehicular and pedestrian circulation throughout commercial shopping areas. Curb cuts on collector road shall also be coordinated with the planned curb cuts across the street in an attempt to create four-way intersections. Parking lot layouts shall be closely coordinated with adjoining commercially zoned properties to maximize ease of vehicular circulation, through shared driveways and access, where feasible.

**Reciprocal Access Easements:** Reciprocal access easements are encouraged to be established with all adjoining commercially zoned properties to

allow for efficient circulation and parking between separate commercial properties, i.e., pedestrians and vehicles should be able to access adjacent commercial properties without exiting onto a public street to re-enter an adjoining commercial property where feasible.

### Commercial Land Use Policies

**Policy LU-2:** *Provide land uses that allow for a range of commercial land uses in optimum locations to serve the retail needs of the future industrial and highway users in East Otay Mesa.*

**Implementation:** The Zoning Map and regulatory section of the Specific Plan establish specific locations and development standards for Regional and District Commercial land uses.

**Policy LU-3:** *The Regional Commercial area shall allow for transit-oriented land uses, encouraging pedestrian circulation.*

**Implementation:** Compliance with the policy for transit-oriented development in the Specific Plan Land Use Element shall be determined during the Site Plan review process pursuant to the Community Design Review Area Regulations described in Chapter 3.

**Policy LU-4:** *Avoid strip commercial development in the industrial area and promote pedestrian activity.*

**Implementation:** There is a requirement to separate Support Commercial development at least 1,000 feet from Regional and District Commercial areas. In addition, Support Commercial uses are encouraged to be clustered at intersections or located at the interior of industrial lots to avoid strip commercial development. Support Commercial development will be reviewed during the

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Site Plan review process, with an emphasis on pedestrian-friendly design and safe vehicle ingress and egress.

***Policy LU-5:** Industrial development in commercially zoned areas must accommodate future transition to commercial use in a feasible manner.*

**Implementation:** During the Site Plan review process, plans for industrial development in areas planned for commercial use will be reviewed for compliance with the development standards and the Community Design Review Area Regulations described in Chapter 3 to insure that industrial development in commercially zoned areas incorporates provisions for parking, architectural design, and site planning that are necessary to accommodate planned commercial use.

***Policy LU-6:** Coordinate vehicular and pedestrian circulation between adjacent commercial properties.*

**Implementation:** During the Tentative Map and the Site Plan review process, plans will be reviewed to ensure compliance with provisions of coordinated circulation between adjacent commercial properties, including appropriate reciprocal access easements and efficient parking layout as set forth in the Land Use Element of the Specific Plan.

### ***2.1.3 Residential Land Use***

The 741-acre hillside area at the eastern edge of East Otay Mesa is proposed for very low density Rural Residential land use. This area has steep slopes and contains significant biological resources. Because of the area's rugged terrain and

the existence of biological values, this area is not suitable for agricultural, commercial, or industrial use.

### **Residential Land Use Policies**

***Policy LU-7:** Designate very low density Rural Residential development as the appropriate land use in sensitive hillside areas in the East Otay Mesa Specific Plan Area.*

**Implementation:** The Zoning Map and regulatory section of the Specific Plan designate the hillside areas for Rural Residential use at a density of one dwelling unit per 20 gross acres. Rural Residential areas with steep slopes and sensitive biological resources are given a "G" Designator and are subject to the Sensitive Resource Area Regulations of the Zoning Ordinance which require a Site Plan Review Process. These areas require a Resource Conservation Plan approved by the County prior to any development including clearing or grading.

The Specific Plan promotes the clustering of dwelling units to protect sensitive environmental resources, consistent with Regional Land Use Element Policies 1.3, 1.4 and 1.55. Also, in order to conserve the natural and visual resources of these hillsides, development in Rural Residential areas will be preceded by detailed environmental review prior to approval of any discretionary permits.

### ***2.1.4 Interim Uses***

Development of East Otay Mesa is expected to occur over an extended period of time. The County recognizes that agricultural uses, vehicular storage, and other temporary uses are appropriate interim uses in this area, provided that impacts

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to planned industrial and commercial uses are evaluated pursuant to the Community Design Review Area Regulations.

### Interim Use Policy

**Policy LU-9:** *Provide for interim land uses that are compatible with the planned industrial and commercial land uses.*

**Implementation:** The land use regulations of the Specific Plan allow interim uses by Major Use Permit, such as, but not limited to, agricultural and vehicular storage, construction equipment yards, building material storage yards, and nurseries. Such uses shall be limited to a maximum initial interim period of 5 years unless a finding is made that the proposed use has an overriding significant economic benefit to the region. Time extensions for additional 5 year periods may be permitted.

## 2.2 *Conservation and Open Space Element*

### GOAL:

*Promote the conservation of open space to preserve environmental resources and provide recreational opportunities for the industrial work force and surrounding community residents.*

East Otay Mesa Specific Plan Area is located in a special natural setting, at the edge of urbanization. This area is defined by the steep slopes of its eastern and northern perimeters. The steep slope area at the eastern perimeter provides a natural backdrop to the future industrial development in the flatter mesa and also contains an environmentally sensitive resource area that supports rare, endangered and threatened species of animal and plant life. On the northern perimeter of East Otay Mesa are Johnson and O'Neal Canyons, two deeply incised canyons with steep slopes that connect the Specific Plan Area to the Otay River Valley.

Figure 2-8, Conservation Plan, delineates the areas of steep slopes and biologically sensitive resources which are to be protected and conserved. Steep slopes are defined in the Specific Plan as areas with slopes greater than 15 percent that are not suitable for industrial development. In some cases, areas with lesser slopes were included in the conservation plan, either because they are within a contiguous area of very steep slopes, or because of the existence of biological resources in these areas.

An Environmental Resources and Constraints Study prepared early in the planning process indicated that biologically sensitive resource areas are defined as having maximum or high biological sensitivity as described in Section 1.3.2. These



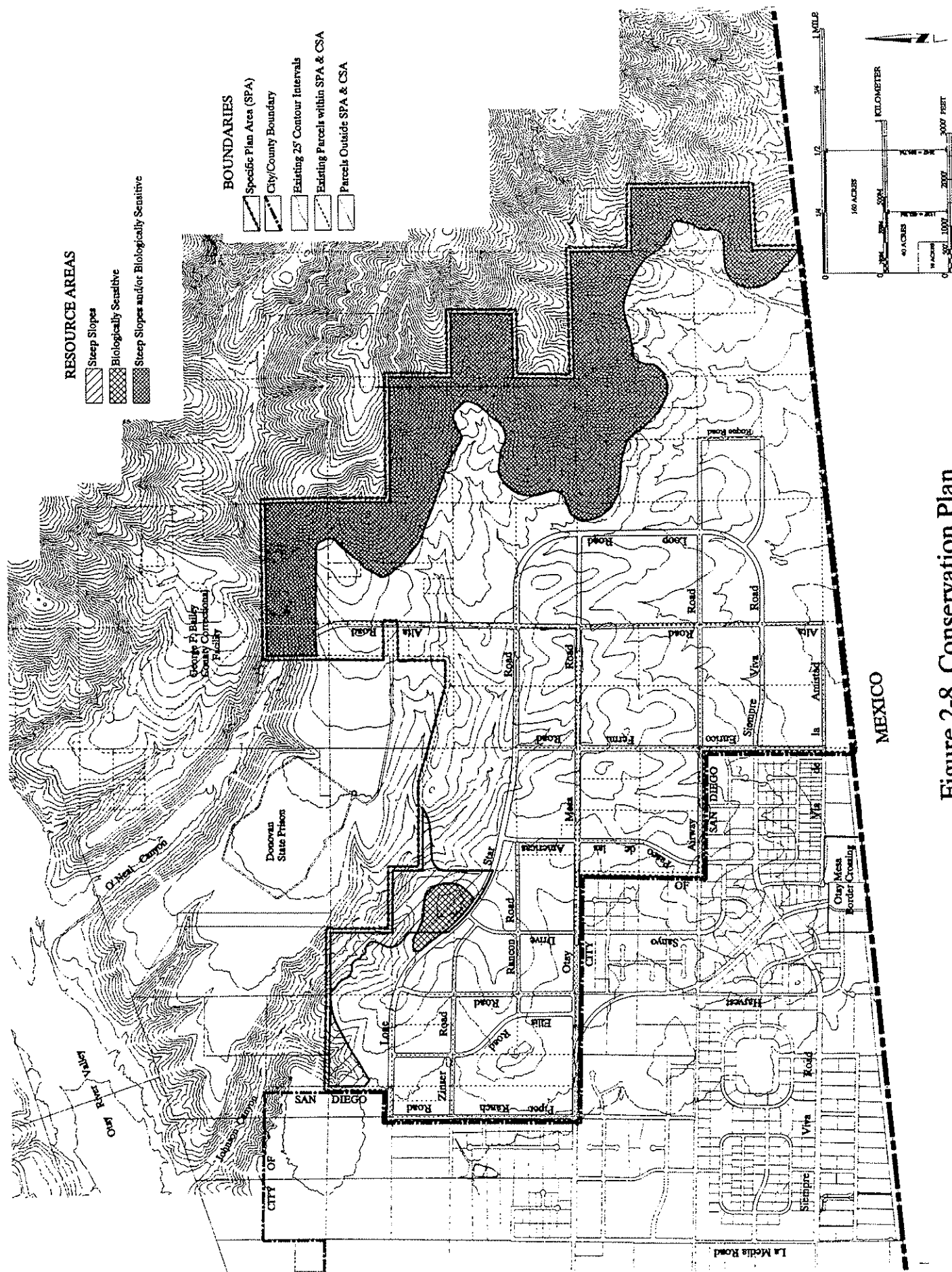


Figure 2-8, Conservation Plan

resources include: wildlife corridors, sensitive habitats with a high potential to support species, and wetlands such as vernal pools. In addition, during the preparation of the EIR, potential vernal pool habitat resources were identified adjacent to the international border.

Johnson and O'Neal Canyons are also important open space resources, not just for East Otay Mesa but for the region as a whole. As shown on Figure 2-9, Open Space Plan, East Otay Mesa is adjacent to the planned Otay River Valley Regional Park, one of the largest regional parks planned for the County. A joint powers agreement has been executed by the County of San Diego and the cities of Chula Vista and San Diego to plan, acquire and improve the land for this proposed Regional Park within the Focused Planning Area.

Pursuant to the 1992 Progress Plan, the Regional Park is intended to connect the southern end of San Diego Bay with the Otay Lakes, approximately 11 miles to the east. The goal of this park is to provide a mix of active and passive recreation opportunities and to protect and preserve environmentally sensitive areas. This regional open space corridor provides significant recreational opportunities for the East Otay Mesa industrial daytime population, as well as the existing and future residents within surrounding communities and the region. East Otay Mesa workers and visitors would have the opportunity to experience this Regional Park setting.

The Otay River Valley Regional Park Concept Plan identifies trail corridors within Johnson and O'Neal Canyons, linking the San Ysidro Mountain Range to the Ruiz Valley. Figure 2-9, Open Space Plan, shows these trail corridors, as proposed by the Specific Plan. The alignments shown for these trails differ slightly from the Otay Valley

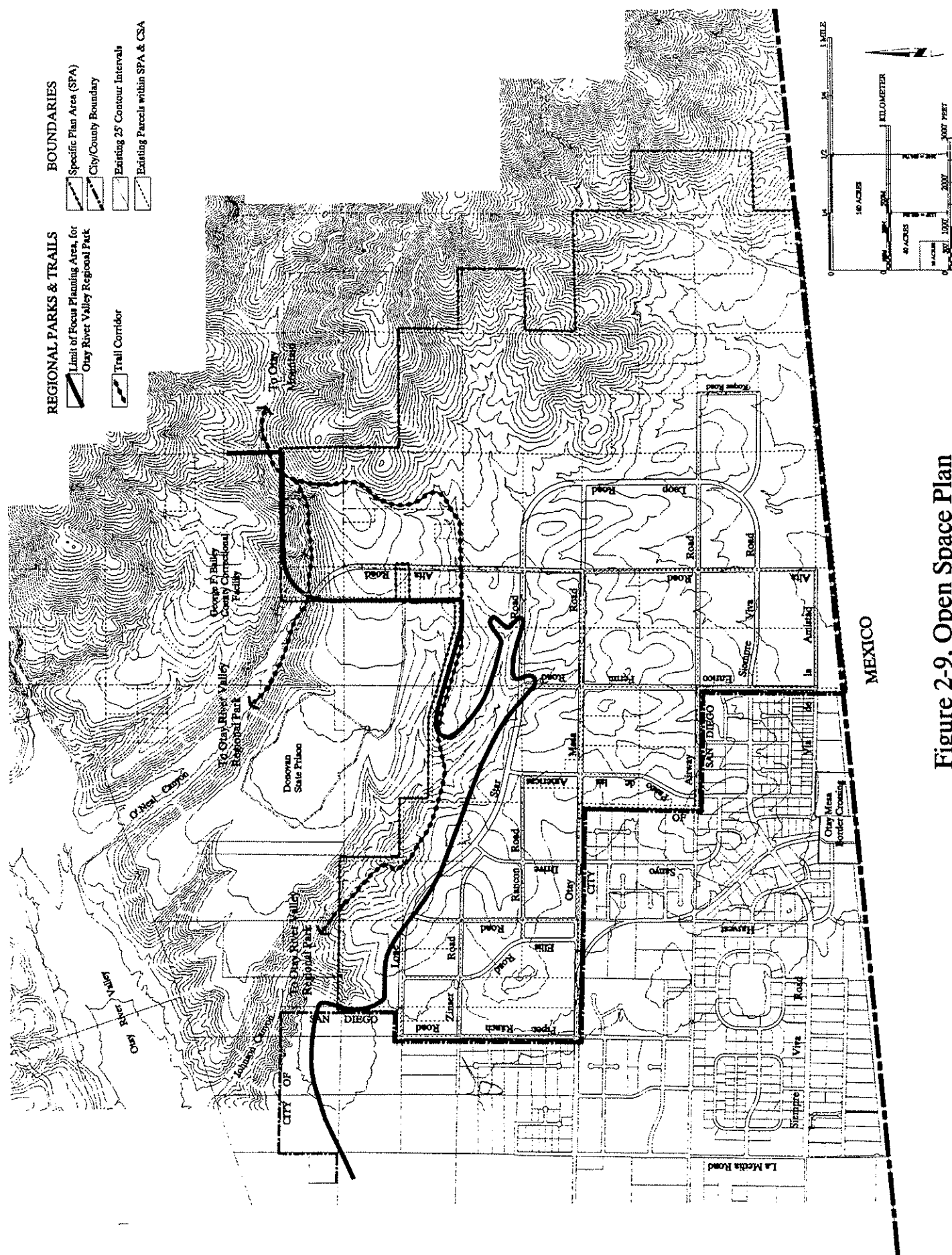
Regional Park Concept Plan, where Johnson Canyon trail corridor is located farther north. This trail alignment is recommended because the future trail fits better with the existing contours of the land as well as with the proposed location of future development. Final location of this trail alignment will be coordinated with the Policy Committee for the Regional Park.

## Conservation and Open Space Policies

***Policy COS-1: Protect and conserve steep slopes and biologically sensitive areas in the Specific Plan Area.***

**Implementation:** An Environmental Resources and Constraints Study prepared early in the planning process identified the presence of steep slopes and biologically sensitive resources in the Specific Plan Area. The steep slopes and biologically sensitive resource areas to be protected and conserved are indicated in the Conservation Plan, Figure 2-8. The areas include: (1) the eastern hillside area which has steep slopes and biologically sensitive resources, primarily coastal sage scrub, the habitat for the California gnatcatcher; (2) Johnson and O'Neal Canyons, which has steep slopes; and (3) an area west of Johnson Canyon, which contains both coastal sage scrub and vernal pool habitat.

The areas to be conserved are zoned Rural Residential, a very low density residential land use. In addition, areas that have steep slopes and are biologically sensitive are given a "G" Designator and are subject to the Sensitive Resource Area Regulations of the Zoning Ordinance. Approval of Resource Conservation Plans by the County is required for the development of areas identified with the "G" Designator. The purpose of the Resource Conservation Plan is for the property



### Figure 2-9, Open Space Plan

owner to address impacts to habitat and endangered species on their site. Mitigation of impacts to steep slopes and biologically sensitive areas will be completed prior to approval of any discretionary projects by avoidance of encroachment into areas greater than 15% slope and areas of unique vegetation communities or habitats of rare or endangered plant or animal species.

There are some Mixed Industrial and Commercial parcels with a "G" Designator that are not included in the Conservation Plan. Those parcels may submit a Resource Conservation Plan to permit industrial and commercial development pursuant to the Land Use Element of the Specific Plan as long as the resource impacts are fully mitigated. It is also the intent of the Plan that areas zoned for Rural Residential may be acquired or exacted for open space as a potential means of mitigating environmental impacts of industrial or commercial development to the extent possible consistent with State and Federal law.

**Policy COS-2:** *Avoid any agricultural or pre-development clearing and grading on steep slope areas.*

**Implementation:** The application of the Sensitive Resources Area Regulations for land with a "G" Designator, and Community Design Review Area Regulations for land with a "B" Designator, requires a Site Plan to be submitted that is subject to detailed review for any proposed clearing or grading, to insure compliance with this policy.

**Policy COS-3:** *Request the Otay Valley Regional Park Policy Committee to modify the Otay Valley Regional Park Plan to show trail links as proposed in the Specific Plan Open Space Plan.*

**Implementation:** County Department of Planning and Land Use and Parks and Recreation staff will coordinate with the Policy Committee and joint staff of the Otay Valley Regional Park project to amend the regional park concept plans for trails in Johnson and O'Neal Canyons in accordance with the East Otay Mesa Open Space Plan, Figure 2-9.

**Policy COS-4:** *Facilitate the implementation of the Otay River Valley Regional Park and trails, consistent with the Park Concept Plan.*

**Implementation:** Any commercial or industrial development permit application within the Focused Planning Area of the proposed Otay River Valley Regional Park as indicated on the Open Space Map, Figure 2-9, shall be reviewed for compatibility with the Park's goals as part of the Site Plan review process pursuant to the Community Design Review Regulations. Property owners filing applications requiring discretionary approval, including tentative maps, tentative parcel maps, major use permits, and minor use permits, will be required to dedicate a 20 foot wide easement for trail right-of-way in Johnson and O'Neal Canyons as indicated on the Open Space Plan for future trail connection of the East Otay Mesa Specific Plan Area with the regional trail systems. The Open Space Plan in Figure 2-9 depicts a conceptual trail corridor, however the precise alignment will be dedication within 500 feet of the depiction in Figure 2-9.

**Policy COS-5:** *Protect and conserve significant cultural resource sites (archaeological and historical sites) in the Specific Plan area.*

**Implementation:** Archaeological and historical surveys have been conducted over the majority of the East Otay Mesa Specific Planning Area. A

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total of 70 cultural resource sites has been identified within the 3,300 acre project area.

Not all sites discovered have been tested for significance. Site locations have been identified only on the basis of surface surveys. For purposes of this project, all untested or un-evaluated cultural resource sites are considered important resources. Later, based on results of testing, the resources will be determined to be either important or not important. Those sites that are found to be not important will require no further analysis, and impacts will have been mitigated.

For sites determined to be important resources, alternate means of achieving mitigation of impacts will be pursued at the discretionary level of review. These include, but are not limited to, the following: 1) Site avoidance through placement of the site in an open space easement; 2) Site avoidance through capping the site with a sterile fill and placing landscaping over the top; 3) Additional data recovery through implementation of an excavation and analysis program; 4) A combination of one or more of the above measures.

Certain properties within the East Otay Mesa Specific Planning Area have already been tested for cultural resource significance, and reports have been approved by the County of San Diego. Impacts on these sites have been mitigated and no additional testing will be required. Please refer to Section 3.1.3, Archaeological Clearances and Appendix 2: List of Parcels with Archaeological Testing Clearance, or to the Draft Environmental Impact Report, East Otay Mesa Specific Plan, November 1993.

## 2.3 *Circulation Element*

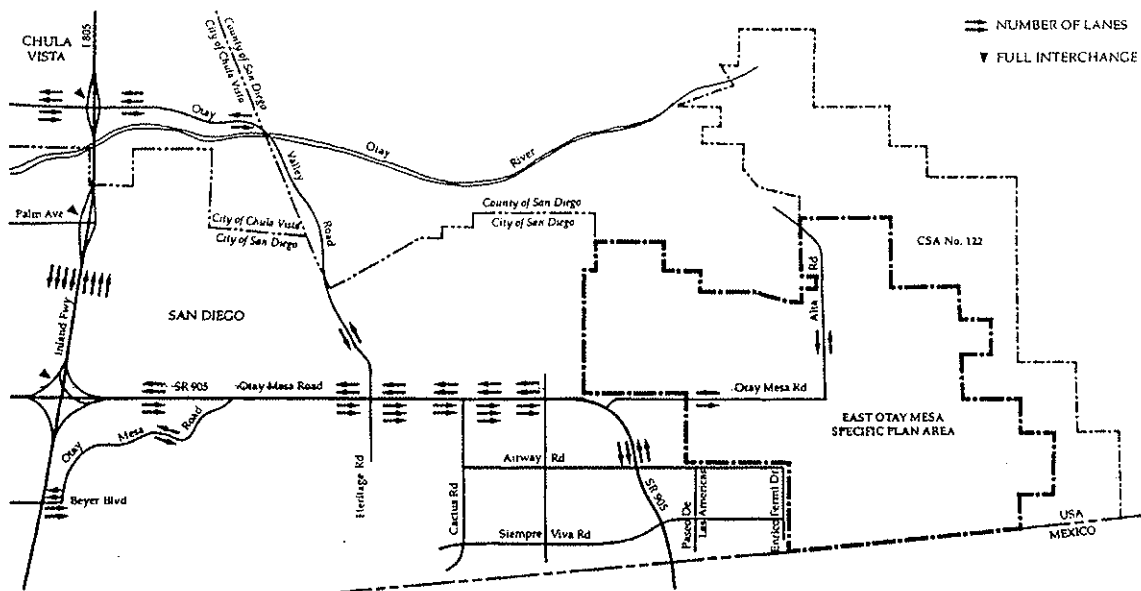
### GOAL:

*Provide a multi-modal transportation system consisting of highways, streets, and transit networks adequate to serve subregional transportation needs at an acceptable level of service.*

The Circulation Element of the Specific Plan sets the framework in planning for and providing a safe, convenient and efficient circulation system. The Circulation Element identifies transportation facilities capable of supporting the anticipated growth in this area, consistent with the policies presented in the Land Use Element of the Specific Plan.

The planned circulation system within East Otay Mesa is influenced by the land use and circulation plans of a number of proposed large scale projects in the South Bay region. These projects are located in the County and adjacent jurisdictions, including the Cities of Chula Vista and San Diego. The Otay Ranch Project was planned jointly by the City of Chula Vista and the County of San Diego. Therefore, the land use changes and circulation improvements in the County and other jurisdictions were incorporated into the transportation analysis and preparation of the Specific Plan Circulation Element. In preparation of this element, there was extensive coordination with the above mentioned jurisdictions as well as Mexico, Caltrans, SANDAG and MTDB.

For a more detailed discussion of the Circulation Element refer to the supporting document, titled East Otay Mesa Circulation Technical Report.



*Existing Roadways*  
Figure 2-10

### 2.3.1 Existing Conditions

#### Existing Roads

Existing roads are shown in Figure 2-10. Direct access to the site is currently via Otay Mesa Road and Alta Road, which are currently improved as two-lane streets within the project boundaries. Regional access is provided via a limited street system to the west which includes Interstate 805, State Route 905, Otay Mesa Road and Otay Valley/Heritage Road. In the following paragraphs, the characteristics of the existing transportation system are discussed.

*Interstate 805 (I-805)* is an eight-lane, north-south freeway which extends from a junction with Interstate 5 (I-5) on the south near the international border to a junction with I-5 on the north, near Del Mar.

*State Route 905 (SR-905)*, formerly State Route 117, is an east-west four-lane road connecting the City of San Diego Otay Mesa community with I-5 to the west. Approximately one mile east of I-805, there is a break in the route, and SR-905 becomes Otay Mesa Road. The SR-905 designation begins again west of Harvest Road and continues to the Otay Mesa International Border Crossing.

*Otay Mesa Road* is an east-west facility which extends from Beyer Boulevard in the City of San Diego's San Ysidro community to Alta Road in the unincorporated area east of the San Diego city limits within the Specific Plan Area. Within the City of San Diego, Otay Mesa Road varies from four to five lanes (two westbound lanes and two to three eastbound lanes). East of the eastern junction with SR-905, Otay Mesa Road is an interim road, with the curb-to-curb width varying from approximately 24 feet near the intersection of SR-905 to 40 feet to the east.